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brought to a close with a summary and survey of the present commission situation.

Mr. Ferguson concludes that for many years it was an open question whether the majority of southern commissions did not do more harm than good, but that within the past decade there has been a decided improvement, both in the efficiency of the commissioners and in the general attitude of the railway managers toward the question of public control. The commissioners, however, still manifest a regrettable tendency to adjust intrastate rates so as "to favor their own jobbers and producers at the expense of those of adjoining States." Moreover, they have been hampered in their work by meagre appropriations and their attempts at regulation have in general been neither expert nor intelligent. A saving feature of the situation is the steady decline of state in favor of federal regulation, as the volume of interstate traffic increases in relative importance.

The railway problems are discussed wholly from the administrative viewpoint, and it is to be hoped that other phases of these problems, such as the promotion, consolidation, and reorganization of southern railway systems, state aid (especially in the reconstruction period), and the conflict of state and federal jurisdictions, will be fully developed in the more elaborate treatise promised by the author.

WILLIAM O. SCROGGS

*Wage bargaining on the vessels of the great lakes.* By H. E. Hoagland, Ph.D., instructor in economics, University of Illinois. [University of Illinois studies in the social sciences, volume VI, number 3] (Urbana: University of Illinois, 1917. 123 p. \$1.50)

This monograph consists of five chapters and three appendices. The chapter headings — Beginnings of organization, Growing concentration, Trade agreements, Disruption of the unions and open shop — indicate the various aspects discussed. The appendices — Wage bargaining on Lake Erie docks, Grain handlers' agreements, Wage bargaining in the lumber carrying industry — are short studies made while the writer was in the employ of the United States commission on industrial relations.

The study points out the general disorganization of labor and capital on the vessels of the great lakes previous to 1870, and after that date the conditions which made organization inevitable. Throughout the early period the captain either owned the vessel or at any rate was master of it. He acted independently of all other captains, and made the best terms he could with labor which though unorganized nevertheless because of scarcity received a high wage. The changed conditions after 1870 were due (1) to the building of the Sault Ste. Marie canal by the United States government, (2) to the increase in the shipment of iron ore,

and (3) to the change from the sail freighter to the steamboat. These changes taken together brought into existence boats with a larger tonnage, increased the relative importance of capital, and created for the first time a distinct capitalistic class. The owners both of the vessels and of ore, the principal commodity shipped, demanded regular and efficient service. In order to secure this service the independent captain was replaced by a manager or engineer responsible directly to ship owners. To deal effectively with labor, the Lake carriers' association was formed. This organization following the course dictated by expediency has at one time recognized the unions and made wage agreements with them. At another it has made war upon them, using every means known to the employer; it has forced the open shop and finally disrupted the union.

Labor in its losing fight was handicapped by the fact that the laborers because of the nature of the work were irresponsible and inefficient. Wage agreements consequently could not be kept. Neither could a consistent union policy be developed. These factors taken together with the additional facts, that aristocracy in labor existed, i.e., one group would not associate with or fight for another group, and also that agreements could not be reached upon the principles of organization, i.e., trade or industrialism, explain why in the long contest labor was defeated.

The study as a whole represents careful work. The form of presentation is good, the style clear, and the method scientific. The author, however, does not give a clear presentation of the methods of wage bargaining which John R. Commons does so well in his *Labor and administration*. Rather does he portray the struggle for some possible method of adjusting labor difficulties, though the former is what he attempts as stated in the first line of the preface. Care in proof reading would have avoided the following errors: Scariety for scarcity, p. 10, line 27; Agreement for Agreement, p. 75, line 11, also p. 77, line 1; ben for been, p. 80, line 18. These are, however, minor criticisms and should not greatly detract from a meritorious work.

JUDSON F. LEE

*Illinois in the fifties.* A decade of development, 1851-1860. By Charles Beneulyn Johnson, M.D. (Champaign, Illinois: Flanigan-Pearson company, 1918. 180 p. \$1.25 net)

In this book Dr. Johnson has wavered between the task of writing an intimate body of reminiscences and an attempt to tell the history of the decade he has chosen. This is unfortunate because it mars the many